

Message Text

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ACTION IO-10

INFO OCT-01 EUR-12 ISO-00 AF-06 ARA-06 EA-06 NEA-10 SAJ-01

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TO SECSTATE WASHDC PRIORITY 1014
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C O N F I D E N T I A L USUN 3290

E.O. 11652: GDS
TAGS: PFOR UN UR
SUBJ: PEACEKEEPING: WORKING GROUP CONSIDERS NON-ALIGNED PAPER
ON ARTICLE 29 COMMITTEE

REFS: A) USUN 1784
B) USUN 2001
C) STATE 129952
D) STATE 138350
E) STATE 161201

SUMMARY: LAST TWO WORKING GROUP MEETINGS, ON JUNE 27 AND
JULY 8, DEALT EXCLUSIVELY WITH FOURTH PARAGRAPH OF NON-ALIGNED
DRAFT ARTICLE 29 COMMITTEE GUIDELINE (REF A). FIRST MEETING
ACCOMPLISHED NOTHING, BEING LARGEMLY TAKEN UP BY EXHIBITION OF
SOVIET SMOKE-SCREEN DIPLOMACY. SECOND MEETING WAS DEVOTED TO
US AMENDMENTS TO PARAGRAPH IV. WHILE THESE WERE NOT ACCEPTABLE
TO NON-ALIGNED SPONSORS OR MOST OTHER MEMBERS, CHIAR SUGGESTED
COMPROMISE WHICH WOULD IN OUR VIEW ADEQUATELY SAFEGUARD SYG'S
DISCRETIONARY POWER. AUTHORITY IS REQUESTED TO ACCEPT THIS

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COMPROMISE, AS DESCRIBED BELOW, BY JULY 16.

1. JUNE 27 WG MEETING, CHIARED BY NIGERIAN AMB. OGBU, BEGAN WITH BRIEF DISCUSSION OF JAPANESE WORDING DESIGNED TO PERMIT MAJOR FINANCIAL CONTRIBUTORS TO SERVE ON ARTICLE 29 COMMITTEE (REF B, PARA 3(F).) JAPAN'S PROPOSAL WAS TO ADD FOLLOWING LANGUAGE TO PARA II (III) OF NON-ALIGNED DRAFT AFTER WORD "PERSONNEL:" "...AND THOSE OFFERING ON A SUBSTANTIAL SCALE FINANCIAL AND OTHER MATERIAL CONTRIBUTIONS SUCH AS FACILITIES, SERVICES AND EQUIPMENT...." NON-ALIGNED, SUPPORTED BY CANADA, USSR AND OTHERS, FOUND JAPANESE PROPOSAL UNACCEPTABLE FOR TWO REASONS. FIRST WAS THAT UNDERLYING PRINCIPLE WAS UNDEMOCRATIC; AS INDIAN REP PUT IT, "WHO SHALL DECIDE THAT \$1,000,000 FROM JAPAN IS MORE 'SUBSTANTIAL' THAN \$50,000 FROM DAHOMEY." SECOND POINT, STRESSED BY CANADA, WAS THAT FINANCIAL CONTRIBUTORS HAD NO SPECIAL PEACEKEEPING EXPERTISE OR RESPONSIBILITY, UNLIKE SC MEMBERS AND TROOP CONTRIBUTORS. US REP SAID ONE FACTOR THAT SHOULD NOT BE OVERLOOKED WAS INCENTIVE WHICH MEMBERSHIP ON ARTICLE 29 COMMITTEE MIGHT PROVIDE FOR INCREASED VOLUNTARY DONATIONS TO ALWAYS FINACIALLY STRAPPED PEACEKEEPING OPERATIONS. HOWEVER, BALANCE OF OPINION WAS SO ADVERSE THAT JAPANESE DEL WITHDREW PROPOSAL.

2. REMAINDER OF MEETING WAS DEVOTED TO LENGTHY EXPOSITION BY USSR REP OVANNIKOV OF NEED TO INCORPORATE INTO PARAGRAPH IV PRINCIPLES OF ARTICLE 47 OF CHARTER (ON MILITARY STAFF COMMITTEE). AS BEST ONE COULD FOLLOW OVANNIKOV'S ARGUMENT, IT WAS THAT PEACEKEEPING GUIDELINES MUST CONFORM TO CHARTER, ARTICLE 47 WAS PART OF CHARTER, THEREFORE MILITARY STAFF COMMITTEE CONCEPTS WERE APPLICABLE TO AN ARTICLE 29 COMMITTEE GUIDELINE. OVANNIKOV SAID HE WAS BY NO MEANS REJECTING NON-ALIGNED WORDING, BUT ASKED SPONSORS TO "MEDIATATE" ON ARTICLE 47, PARTICULARLY ITS PARAGRAPHS 1 AND 3.

3. WORKING GROUP REACTION TO OVANNIKOV'S REMARKS WAS MAINLY BEWILDERMENT, MOST DELEGATES CLEARLY WONDERING WHETHER SOME ESSENTIAL ELEMENT OF ARGUMENT HADN'T ESCAPED THEM. INDIAN REP SAID HE COULD NOT QUITE UNDERSTAND WHY FUNCTIONS OF MILITARY STAFF COMMITTEE SHOULD DEVOLVE ON A SUBSIDIARY COMMITTEE UNDER ARTICLE 29. EGYPT AND NIGERIA ALSO SOUGHT
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CLARIFICATION, LATTER VENTURING THAT ARTICLE 29 AND 47 SEEMED TO HAVE LITTLE TO DO WITH EACH OTHER. UK REP COMMENTED THAT FUNCTIONS WHICH DRAFTERS OF CHARTER CONSIDERED APPROPRIATE FOR CHIEFS OF STAFF "WERE HARDLY SUITABLE FOR 15 DIPLOMATS." US DEL REMAINED SILENT SINCE LIGHT WAS DAWNING ON OTHER MEMBERS THAT OVANNIKOV'S PURPOSE WAS TO KILL NON-ALIGNED DRAFT WITHOUT APPEARING TO TAKE ISSUE WITH IT.

4. JULY 8 MEETING OPENED WITH BRAZILIAN VICE CHAIRMAN ASKING IF NON-ALIGNED WISHED TO COMMENT ON SOVIET POINTS CONCERNING

PARAGRAPH IV. WHEN THEY DID NOT, HE PROPOSED TURNING TO SUCCEEDING PARAGRAPHS UNLESS THERE WERE OTHER OBSERVATIONS ON FOURTH PARAGRAPH. IN ACCORDANCE INSTRUCTIONS REFTELS C AND D, US DEL PROPOSED DEPARTMENT'S ALTERNATIVE WORDING GIVING SYG BROADER DISCRETION IN ATTENDING ARTICLE 29 COMMITTEE MEETING AND PROVIDING COMMITTEE WITH REPORTS. ONLY SUPPORT WAS FROM UK. INDIA SAID IT WAS DIFFICULT TO CONCEIVE OF SYG REFUSING TO GIVE SUBSIDIARY SC COMMITTEE RELEVANT INFORMATION ON A PEACEKEEPING FORCE LAUNCHED BY SC AND OPERATING UNDER COUNCIL'S AUTHORITY. SIMILAR POINTS WERE MADE BY OTHERS, INCLUDING FRANCE AND BRAZIL.

5. SENSING A REPRIEVE FROM HIS POSITION OF ISOLATION, OVANNIKOV PROPOSED AMENDMENT WHICH HE KNEW WOULD MAKE ENTIRE NON-ALIGNED PAPER UNACCEPTABLE TO USG. AFTER "SECRETARY GENERAL," IN FIRST SENTENCE OF PARAGRAPH IV, HE PROPOSED ADDING FOLLOWING: "..., IN HIS CAPACITY AS THE CHIEF ADMINISTRATIVE OFFICER OF THE ORGANIZATION AND FOR THE DISCHARGE OF SUCH OTHER FUNCTIONS AS ARE ENTRUSTED TO HIM BY THE SECURITY COUNCIL,...."

6. CHAIRMAN THEN PROPOSED COMPROMISE WITH THREE ELEMENTS. FIRST, WRODS "IN THAT CAPACITY" IN FIRST SENTENCE OF PARAGRAPH IV WOULD BE DELETED. SECOND, INTERPRETATION OF SECOND SENTENCE WOULD BE READ INTO RECORD OF FULL PEACEKEEPING COMMITTEE TO EFFECT THAT A) SYG WOULD DETERMINE WHAT REPORTS ON OPERATION OF FORCE HE WOULD PROVIDE COMMITTEE, B) "RELEVANCY" OF INFORMATION REQUESTED BY COMMITTEE WOULD BE DECIDED BY SYG AND SC IN CONSULTATION, AND C) USSR AMENDMENT WOULD BE DROPPED. NON-ALIGNED AGREED TO INTERPRETATION IN (A) AND (B); USSR DID NOT COMMENT, AND OTHER MEMBERS (INCLUDING UK BY ACQUIESCENCE)

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SUPPORTED COMPROMISE. US DEL SAID IT WOULD SEEK INSTRUCTIONS.

7. MISSION BELIEVES CHAIR'S PROPOSAL IS REASONABLE AND REQUESTS AUTHORITY TO ACCEPT IT. WE HAVE CHECKED WITH URQUHART'S OFFICE, AND THEY BELIEVE SYG'S DISCRETIONARY AUTHORITY IS SAFEGUARDED BY "RELEVANCE" CRITERION. US POLITICAL INTERESTS WOULD ALSO BE SERVED BY ACCEPTING CHAIR'S PROPOSAL. NOW THAT DEPARTMENT HAS AUTHORIZED CONSULTATIONS LOOKING TOWARD INDEFINITE SUSPENSION OF PEACEKEEPING NEGOTIATIONS, IT IS TO OUR ADVANTAGE TO WIND MATTERS UP WITH THE SOVIETS IN LONE OPPOSITION TO THE NON-ALIGNED--WHERE IN FACT THEY ARE ON ALL SIGNIFICANT DOCTRINAL ISSUES.

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